

### Community Context

Gary is located in northwestern Indiana. The City, which is approximately 50 square miles, is bordered by Lake Michigan to the north, East Chicago and Hammond to the west, Highland and Griffith to the southwest, Merrillville to the south, Hobart and Lake Station to the southeast, and Portage to the east. It is approximately 25 miles southeast of downtown Chicago, and 150 miles northwest of Indianapolis. (See Figures 2.1 and 2.2)

Gary is an established community of 102,746 residents (U.S. Census Bureau, 2000). Because of natural and transportation boundaries, the City is divided into four areas:

- **North:** U.S. Steel and related industries dominate the part of the City north of the railroad tracks and Indiana East-West Toll Road (Interstate 90). Industrial, airport, and casino uses occupy much of the Lake Michigan shoreline.
- **Northeast:** The Miller and Aetna neighborhoods, as well as Indiana Dunes National Lakeshore and Marquette Park, are separated from the rest of Gary by industrial uses and Interstates 65 and 90.
- **Central:** Downtown Gary and many of the City's more established neighborhoods form an east-west band across the City. This area encompasses seven of the City's 12 neighborhoods.
- **South:** The University Park and Black Oak neighborhoods are separated by wetlands and floodplains along the Calumet River as well as by the Interstate 80/94 corridor.

Similar to other large industrial centers, Gary has experienced a decline in jobs and population as manufacturing has declined nationwide, while suburban Northwest Indiana has experienced growth. Despite the decline in jobs, heavy industry remains the largest employer in Gary. U.S. Steel is the City's largest employer with 6,800 employees. Other major employers are Methodist Hospitals (2,600 employees), and Majestic Star Casinos (1,400 employees).

Gary has excellent access to a variety of transportation routes, including I-90, I-80/I-94, I-65 and Route 912 (Cline Avenue), numerous freight lines, a commuter rail line, the Gary/Chicago International Airport, and shipping via Lake Michigan. It is also part of the Chicago metropolitan region, which has major transportation connections, including several interstate highways, numerous railroads, and two major airports.

## SECTION 2: THE COMMUNITY

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### Governance Structure

Gary has a mayor-council form of local government. The City Common Council is comprised of nine councilmen, six of whom represent geographic districts and three of whom are at-large. See Figure 2.3 for the location of the City's districts.

The City is comprised of the following departments and offices:

Animal Control	Human Resources
Building	Law
Code Enforcement	Management Information Systems
Citizens Service Desk	Parks
City Clerk (Civil/Criminal)	Planning
City Court	Police
Community Development	Public Information
Demolition	Public Works & Safety
Economic Development	Redevelopment
Environmental Affairs	Sanitary District
Finance	Stormwater Management District
Fire	Special Events
Gary/Chicago Airport	Traffic
General Services	Youth Services Bureau
Genesis Convention Center	Zoning
Health/Human Services	
Human Relations	

City boards and commissions include the following:

Civic Center Managers	Board of Park Commissioners
Contractor's Licensing Board	Plan Commission
Economic Development	Police Civil Service
Employment Public Relations	Public Works & Safety
Fire Civil Service	Redevelopment
Gary Housing Authority Board	Status for Women
Gary Public Transportation Corporation	Status of Black Males
Historic Preservation	Transportation
Human Relations	Board Zoning Appeals
Library	

### Community History

According to “City of the Century: A History of Gary, Indiana,” the area that present-day Gary encompasses was once originally comprised of a system of dunes and wetlands extending south from the lakeshore. The area was originally inhabited by members of the Potawatomi tribe.

Initially, the natural features of the area inhibited development. Early efforts to establish towns on or near the present site of Downtown Gary generally failed.

The extension of rail through the region in the 1850s and 1860s allowed the first permanent urban developments within Gary. The Town of Miller was founded in 1851 on the Michigan Southern Railroad. The Town of Tolleston was founded in 1857 on the Michigan Central Railroad. The presence of rail also fueled later land speculation. Although such speculation did not create significant development, it set the stage for the creation of Gary in the next century.

In 1906, U.S. Steel purchased a large tract of land along Lake Michigan to build a steel mill, recognizing the region’s relation to urban centers and access to both land and water transportation. In doing so, it continued Northwest Indiana’s industrial trend that had already occurred in Whiting and East Chicago.

U.S. Steel also laid the foundation for residential and commercial development in the City by creating the Gary Land Company, which established the first subdivision around what is now Downtown. Outside of this area, the community grew haphazardly. Development quickly spread south along Broadway onto land not controlled by the Gary Land Company, leading to speculation and uncontrolled growth in what is known as the “Patch.” These areas lacked access to basic infrastructure, such as sewer, water, and gaslines, and often included poorly constructed buildings. The lack of planning in the early development of Gary manifested itself in residential neighborhoods close to heavy industry, heavy rail, and industrial traffic, as well as in the industrial domination of much of the lakeshore.

During the first half of the Twentieth Century, Gary experienced periods of rapid growth. Within four years of its creation, it had a population of 17,000 residents, a post office, a city hall, and a school. The municipality of Clark, surrounding the present-day site of Clark Station, was annexed in 1907; Tolleston was annexed in 1910 and Miller was annexed in 1918. By 1920, the population had grown to 52,000. By 1930, the population had grown to 101,000.

Gary’s industrial base attracted a diverse population. In addition to a large number of eastern European immigrants, African-Americans and Hispanics were both present in large numbers from the beginning. During the 1920s, Hispanics represented the second-largest ethnic group in Gary, after Poles. African-Americans began to move to Gary in significant numbers during World War I.

As the African-American population grew in the 1920s, racial segregation in housing, education, and recreation began. Hispanics also experienced discrimination.

## SECTION 2: THE COMMUNITY

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The 1920s were Gary's boom years. Both the steel industry and population of the City grew tremendously. Many important structures were built, including the Gary Hotel, Methodist Church, St. Mary's Mercy Hospital, Federal Building, Armory, and Memorial Auditorium.

It was also during the 1920s that Gary began to create improvement plans. In 1920, the Civic Service Commission proposed a rational zoning ordinance, a boulevard along the Grand Calumet, a civic center, elevated rail crossings, and additional transportation routes to ease congestion and improve regional access. Eventually, the civic center, a diagonal highway, and street widening were implemented. The 1924 Gateway Plan led to the construction of the civic center complex at 4th and Broadway and new parks.

Although the depression caused stagnation in Gary, WWII required increased steel production and generated some prosperity in the City. The population reached 178,000 people in 1960. Downtown Gary had become the retail center for Northwest Indiana. Although U.S. Steel was by far the largest employer, the City experienced additional industrial development.

However, mid-century saw the beginning of Gary's decline. Housing stock grew older and less desirable. The white population began leaving the City for neighboring suburbs. Suburban malls, including the Village Mall (now in Gary), began drawing retail spending from Downtown. The steel mills were also becoming obsolete and less competitive.

Despite attempts in the 1960s and '70s to retain retail space and increase population, both continued to decline along with employment. Racial division remained a major factor, and the City's demographics shifted to being majority African American.

A number of urban renewal projects were undertaken to improve the City's outlook. Much of the troubled Midtown area was demolished and affordable housing was built in this area. Infrastructure improvements were made to streets and street lighting and the Marquette Park pavilion was rehabilitated. The Genesis Convention Center was built in 1982 and a Downtown Holiday Inn that had closed in the 1970s reopened as a Sheraton. (The hotel later closed.) A transportation center was also created at the South Shore Line station.

Since 1990, the City has undertaken a number of projects to spark economic development and revitalization. Two casinos have been constructed along Lake Michigan and the Gary/Chicago International Airport was improved. Future expansion of the airport has been planned to allow additional passenger and freight trips through the facility.

Gary became part of the Gary, Hammond, East Chicago Empowerment Zone, which paved the way for job training, tax credits, and other economic development efforts in designated areas. The Gary Housing Authority also attracted Federal Hope VI grants to redevelop low-income housing developments into new, mixed-income communities. In 2002, A minor league baseball stadium was built Downtown at a highly visible location along the Indiana Toll Road.

## Demographic Profile

### Population & Households Characteristics

Gary is located in Lake County where the cities of East Chicago and Hammond are also located. These three cities are the major urban areas of Northwest Indiana. As shown in Table 2.1, most areas in the region surrounding Gary are growing, but both Gary and Hammond have been losing population over the past several years. East Chicago has only shown negligible population growth. Projections obtained from ESRI Business Analyst, a nationally recognized demographic data provider, indicate that these trends are expected to continue.

From its peak decennial Census population of 178,320 people in 1960, the City of Gary underwent several years of rapid population decline—primarily due to the rapid restructuring of the region’s steel industry and the out-migration of the white population to the suburbs. The rapid rates of population decline experienced in the 1970s and 1980s have slowed, however, and the City’s population appears to be approaching stabilized levels. ESRI estimates the 2007 population at 99,610, which is less than a 3% decline from the 2000 population of 102,746. Population projections for Gary indicate a marginal decline of 570 people over the next five years.

**Table 2.1: Population Trends**

	<b>2000 Population</b>	<b>2007 Population (estimated)</b>	<b>2012 Population (projected)</b>	<b>CAGR[2] 2000-2012 (projected)</b>
Gary	102,746	99,670	99,100	-0.30%
East Chicago	32,414	32,504	32,740	0.08%
Hammond	83,048	81,317	80,935	-0.21%
Lake County	484,564	501,095	513,309	0.48%
Porter County	146,798	162,410	174,440	1.45%
Gary Metro Division [1]	675,971	711,751	738,560	0.74%
Indiana	6,080,485	6,413,133	6,667,834	0.77%
Chicago-Naperville-Joliet IL-IN-WI Metro Area	9,098,316	9,747,870	10,261,963	1.01%

Source: ESRI Business Analyst

[1] Calculated from four base counties: Lake, Porter, Jasper, and Newton

[2] CAGR = Compounded Annual Growth Rate

While the total population in Gary is forecast to decline marginally, 74 new households are projected to be added to the 2007 estimated household base of 37,673. This small increase in the number of households is mainly because household size is projected to decrease from 2.62 to 2.60 (Table 2.2).

## SECTION 2: THE COMMUNITY

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**Table 2.2: Gary Household Statistics**

	<b>Number of Households</b>	<b>Average Household Size</b>
1990	40,968	2.83
2000	38,244	2.66
2007	37,673	2.62
2012	37,747	2.60

Source: US Census, ESRI Business Analyst

Table 2.3 shows the number of households by age of householder. The baby boomer generation that represents the 35- to 44-year-old and 45- to 54-year-old age cohorts represented the largest household segment in 2000.

Paralleling national demographic trends, the aging of the baby boomer generation will have the most significant effect on the age profile of Gary's householders. In 2007 this demographic shift is estimated to have resulted in a substantial decrease of over 2,200 35- to 44-year-old householders and a combined increase of over 1,200 households in 45- to 54-year old and 55- to 64-year age cohorts in Gary. As the baby boomers continue to age, projections indicate that over the next five years, 55- to 64-year old households will increase by over 1,100 households and become the largest household segment in terms of age. The 55- to 64-year-old householders, who mostly represent empty nester householders, often prefer for-sale multi-family housing products such as condominiums and townhomes that offer maintenance-free living. The projected growth in this household age segment is indicative of potential future demand for these housing products.

In the next 10 to 20 years, as baby boomers enter retirement age, there will be an increase in senior households in Gary. This will result in a need for increased senior services and senior housing within the City.

## SECTION 2: THE COMMUNITY

**Table 2.3: Households by Age of Householder [1]**

<b>Age of Householder</b>	<b>2000</b>	<b>2007 (estimated)</b>	<b>2012 (projected)</b>	<b>Change 2000-2007</b>	<b>Change 2007-2012</b>
15 - 24	2,118	1,919	1,947	-199	28
25 - 34	5,332	5,867	5,538	535	-329
35 - 44	7,666	5,448	5,462	-2,218	14
45 - 54	7,981	8,551	7,506	570	-1,045
55 - 64	6,095	6,734	7,920	639	1,186
65 - 74	5,384	4,852	5,032	-532	180
75 and over	3,705	4,293	4,333	588	40
<b>Total Households</b>	<b>38,281</b>	<b>37,664</b>	<b>37,738</b>	<b>-617</b>	<b>74</b>

Source: US Census 2000 and ESRI Business Analyst

[1] Household totals by age are estimated based on a sample survey and therefore differ from the census household count shown in Table 2.2

### **Race & Ethnicity**

Gary is primarily an African-American community. Between 2000 and 2007, the share of African-American population in Gary increased from 84% to 87%. Gary's white population is estimated to have decreased over the same time period—a continuation of the trend that started in the 1960s and 1970s. Approximately 5% of residents are of Hispanic descent. The current racial composition in Gary is a departure from the diverse population that was originally attracted to the City's industrial opportunities. Tables 2.4 and 2.5 illustrate the racial and ethnic composition of residents within Gary.

**Table 2.4: Gary Racial Profile**

<b>Race</b>	<b>2000</b>		<b>2007 (estimated)</b>	
	<b>Number</b>	<b>Percent of Total</b>	<b>Number</b>	<b>Percent of Total</b>
White	12,107	11.8%	9,085	9.1%
Black or African-American	86,337	84.0%	86,684	87.0%
American Indian/Alaskan Native	261	0.3%	185	0.2%
Asian/Hawaiian/Pacific Islander	241	0.2%	159	0.2%
Other Race/Two or More Races	3,800	3.7%	3,557	3.6%
<b>Total Population</b>	<b>102,746</b>	<b>100.0%</b>	<b>99,670</b>	<b>100.0%</b>

Source: ESRI Business Analyst and US Census 2000

## SECTION 2: THE COMMUNITY

**Table 2.5: Gary Ethnic Profile**

Ethnic	2000		2007 (estimated)	
	Number	Percent of Total	Number	Percent of Total
Hispanic Origin (of any race)	4,806	4.7%	5,239	5.3%
Non-Hispanic Origin	97,940	95.3%	94,431	94.7%
<b>Total Population</b>	<b>102,746</b>	<b>100.0%</b>	<b>99,670</b>	<b>100.0%</b>

Source: ESRI Business Analyst and US Census 2000

### **Employment & Occupational Characteristics**

Global competition and technological improvements have resulted in the loss of thousands of manufacturing jobs in Northwest Indiana and other industrialized regions across the U.S. Despite the decline in jobs, the manufacturing sector continues to play a significant role in the region's economy with 15% to 20% of the employed residents of each city in the sector. More recently, the health care and social assistance sector has also become more important to the region's economy. Table 2.6 shows employment by place of residence for Gary, Hammond, and East Chicago. In Gary, more residents are now employed in the health care and social assistance sectors than in the manufacturing industry. However, wages within the health care and social assistance sectors in the region are significantly lower than in the manufacturing sector. The annual health care and social services wages in 2006 were \$37,983 and \$36,698 in Lake and Porter Counties, respectively. In comparison, the annual manufacturing wages for 2006 were \$65,185 and \$68,491, respectively.

Table 2.7 displays the top five occupations for Gary workers. Sales and office occupations followed by service occupations, including hospitality, maintenance, and security jobs, are the most common occupations of working residents in Gary. Production, transportation, and material-moving occupations, which are primarily within the manufacturing and distribution industries, are the third-most-represented occupation in Gary.



## SECTION 2: THE COMMUNITY

**Table 2.6: Employment by Sector by Place of Residence**

<b>Area</b>	<b>2007 Employment (estimated)</b>	<b>Percent of Labor Force (estimated)</b>	<b>Percent of Employed (estimated)</b>
<b><u>Gary</u></b>			
Healthcare/Social Assistance	6,181	15%	18%
Manufacturing	5,025	12%	15%
Retail Trade	3,041	7%	9%
Educational Services	3,161	7%	9%
Entertainment/Recreation Services	1,638	4%	5%
Other Industry Sectors	14,846	35%	44%
<b><u>East Chicago</u></b>			
Healthcare/Social Assistance	1,184	9%	12%
Manufacturing	1,890	15%	19%
Retail Trade	916	7%	9%
Educational Services	881	7%	9%
Entertainment/Recreation Services	759	6%	8%
Other Industry Sectors	4,441	35%	44%
<b><u>Hammond</u></b>			
Healthcare/Social Assistance	3,900	11%	12%
Manufacturing	5,153	14%	16%
Retail Trade	3,638	10%	11%
Educational Services	2,402	6%	7%
Entertainment/Recreation Services	1,262	3%	4%
Other Industry Sectors	16,259	44%	49%

Sources: US Census Bureau, Claritas

**Table 2.7: Gary Occupations**

<b>Occupation</b>	<b>2000 Employment</b>	<b>Percentage of Employed</b>
Sales and office occupations	15,393	26.8%
Service occupations	13,784	24.0%
Production, transport & material moving occupations	12,234	21.3%
Management, professional, and related occupations	11,832	20.6%
Construction, extraction and maintenance occupations	4,193	7.3%

Source: US Census 2000

## SECTION 2: THE COMMUNITY

### **Educational Attainment**

In today's economy, technology is assuming a larger role in all industrial sectors and therefore higher education and specialized skills are becoming increasingly important. As shown in Table 2.8, approximately 73% of Gary residents 25 years and older had graduated from high school in 2000 (as compared to 80% nationwide), and only 14% of residents in this age group had attained a bachelor's degree or higher (as opposed to nearly 25% of residents 25 years and older nationwide). This indicates that a greater emphasis on higher education will be especially important to enhance the competitiveness of Gary's labor force.

**Table 2.8: Gary Educational Attainment (2000)**

<b>Population Age 25 and above</b>	<b>Number (Gary)</b>	<b>Percent (Gary)</b>	<b>Percent (Indiana)</b>	<b>Percent (U.S.)</b>
With High School Degree or higher	44,925	72.7%	85.3%	80.4%
With Bachelors Degree or higher	6,254	13.9%	21.3%	24.4%
<b>Total</b>	<b>61,790</b>			

Source: ESRI Business Analyst, U.S. Census 2000

### **Income Trends**

As indicated in Table 2.9, the 2007 median household income in Northwest Indiana's three industrial cities is significantly less than the larger county and metro regions. Several factors are likely to have contributed to this situation, including substantial decreases in the overall number of higher wage manufacturing jobs in the region, the work-readiness of residents and their ability to compete for jobs that become available, and the migration of affluent residents to the suburbs. Gary's median household income in 2007 was \$33,810, which is significantly lower than the rest of the region. As per the income estimates presented in Table 2.10, nearly two out of three households (65%) in Gary earn less than \$50,000 in annual income. In most of the region, including Gary, the median household income, adjusted for inflation, is expected to grow in the next five years. However, this income growth is expected to be slower in Gary compared to the larger region.

## SECTION 2: THE COMMUNITY

**Table 2.9: Regional Income Trends**

<b>Area</b>	<b>2000 Median HH Income [1]</b>	<b>2007 Median HH Income (estimated)</b>	<b>2012 Median HH Income (projected)</b>	<b>% Change 2000 to 2012 (projected)</b>
Gary	\$32,811	\$33,810	\$33,889	0.3%
East Chicago	\$32,018	\$33,469	\$34,185	0.5%
Hammond	\$42,865	\$46,977	\$48,790	1.1%
Lake County	\$50,467	\$55,332	\$57,510	1.1%
Porter County	\$64,066	\$69,206	\$71,351	0.9%
Gary Metro Division [2]	\$53,674	\$62,269	\$64,430	1.5%
Indiana	\$50,151	\$54,063	\$56,105	0.9%
Chicago-Naperville-Joliet IL-IN-WI Metro Area	\$61,588	\$66,517	\$69,359	1.0%

Source: US Census, ESRI Business Analyst

[1] All income figures are calculated in 2007 dollars.

[2] Calculated from four base counties: Lake, Porter, Jasper, and Newton

**Table 2.10: Gary Household Income**

<b>Income</b>	<b>2007 Households</b>	<b>Percent of Total</b>
Less than \$25,000	15,115	40.1%
\$25,000 to \$49,999	9,536	25.3%
\$50,000 to \$74,999	6,167	16.4%
\$75,000 to \$99,999	3,210	8.5%
\$100,000 to \$249,999	3,375	9.0%
\$250,000 or more	261	0.7%
<b>Total</b>	<b>37,664</b>	<b>100.0%</b>

Source: ESRI Business Analyst, US Census 2000

## SECTION 2: THE COMMUNITY

### Land Use Setting

The following land uses exist within Gary:

**Residential:** Single-Family, Single-Family Attached (Duplexes), Two-Family (Two-flats), Multi-Family (Apartments/condominiums, senior housing), Accessory Units

**Commercial:** Retail Shops, Restaurants, Services, Professional Offices, Office/Research

**Mixed Use:** Typically first-floor commercial shops with residential or office uses above

**Industrial:** Distribution, Warehousing, Manufacturing, Light Industrial, Steel

**Institutional:** Churches, Schools, Municipal Facilities, Post Offices, Township Offices, Libraries, Community Centers, Transit Facility

**Open Space:** Parks, Wetlands, Flood Management Facilities, Swamps, Dunes, Swales, Forests

Figure 2.4 and Table 2.11 show the City's current land-use mix. Industrial is the largest land use in Gary, with approximately 37% of the City's total area.

**Table 2.11: Existing Land Use**

Land-Use Category	Acreage	Percent
Residential		
1- or 2-family	5,606 acres	17.3%
Multi-Family	408 acres	1.3%
Commercial	1,235 acres	3.8%
Office	38 acres	0.1%
Mixed Use	17 acres	0.1%
Institutional	1,364 acres	4.2%
Industrial	11,829 acres	36.6%
Vacant	1,349 acres	4.2%
Parks, Open Space & Natural Areas	6,622 acres	20.5%
Agricultural	719 acres	2.2%
Infrastructure, Utilities & Transportation	2,496 acres	7.7%
Water	637 acres	2.0%
<b>Total</b>	<b>32,320 acres</b>	<b>100%</b>

### Residential

Gary is divided into six focus areas identified by the City and 12 traditional residential neighborhoods (see Figure 2.5). The focus areas and neighborhoods will be discussed in greater detail in Section 10: Focus Areas & Neighborhoods.

## SECTION 2: THE COMMUNITY

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Gary's neighborhoods are almost entirely comprised of single-family homes, although pockets of row homes, two-flats, duplexes, and multi-family buildings are found in many neighborhoods. Some of the older, more central neighborhoods have developed a mixture of single-family, two-family, and multi-family buildings, as well as scattered mixed-use structures with apartments over retail.

The development of low-income, affordable housing by the Gary Housing Authority has resulted in complexes of multi-family apartments throughout the City. Such complexes include:

- **Ivanhoe Gardens:** closed, Westside neighborhood
- **Duneland Village:** This new mixed-income development, funded by a federal Hope VI, includes 131 units a few blocks west of Miller's Lake Street business district. It includes detached and attached housing, a community center, and new scattered-site construction in nearby neighborhoods.
- **Horace Mann:** This new mixed-income project, also funded by Hope VI, includes 80 new units and is located Downtown, one block west of Broadway between Fifth and Seventh Avenues.

There are also examples of new infill development throughout the City, including:

- **Emerson:** Just blocks from the new minor league baseball stadium 44 units of attached housing have been built in the Emerson neighborhood.
- **Midtown:** Several single-family homes have been added between Broadway, 21st Avenue, Madison Street, and the railroad tracks. Future phases will add more homes up to 15th Avenue.
- **Small Farms:** Fourteen market-rate, single-family homes were constructed between Chase and Taft Streets and 19th and 25th Avenues.

### Commercial

Local retail activity within the City generally occurs along commercial corridors and at a few shopping centers. The major retail corridor is along Broadway and stretches from Downtown to Merrillville. The Broadway corridor has a large number of vacant lots and structures, although pockets of active retail are found in the Midtown neighborhood between 10th and 15th Avenues and in University Park near Ridge Road.

Other major retail corridors include sections of 5th, 11th, 21st, and 25th Avenues, Grant and Lake Streets, Ridge Road, and U.S. 20 (Melton Road). In addition, shopping centers are found at 5th Avenue and Clark Road, along U.S. 20 in Aetna and Miller, at 35th Avenue and Grant Street, and at Ridge Road and Calhoun Street.

Retail activity is generally limited to commercial corridors. Older neighborhoods do have a few corner stores or shops in mixed-use buildings.

City officials, business leaders, and residents report that the City lacks sufficient retail opportunities, particularly for everyday items such as groceries.

## SECTION 2: THE COMMUNITY

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### **Mixed-Use**

Mixed-use buildings are typically found along Gary's older commercial corridors and neighborhoods. Along commercial corridors, they usually have commercial or service uses on the ground floor and apartments on upper stories. Mixed-use buildings in neighborhoods also tend to have retail or services uses on the ground floor and apartments on upper stories, although many have been converted completely to residential use.

### **Office**

Most office uses generally consist of either small medical or professional offices located along commercial corridors or as office components of industrial facilities. Large office facilities include City Hall, other City offices, the Lake County Superior Court, Indiana State offices (Downtown), Gary School Corporation's headquarters, and offices associated with universities or colleges. Most office workers Downtown work in the government sector.

### **Institutional**

Gary has a variety of institutional uses, including government offices, a courthouse, schools, colleges, libraries, churches, social service organizations, civic groups, and a large hospital. The following is a summary of this information. Also see Section 8: Community Facilities for more information.

### **Industrial**

As a legacy of the City's long industrial history, approximately 37% of Gary's land area is devoted to industrial uses. Intensive industrial facilities, including U.S. Steel, dominate much of the land between Lake Michigan and the Indiana Toll Road. There are also large industrial areas along U.S. 20 and adjacent to I-65, along 15th Avenue, and along the western edge of the City adjacent to Cline Avenue (Route 912).

While the City has very active, large industrial properties, there are a number of vacant, underutilized, and/or contaminated properties. Some of these are small, not contiguous with larger industrial properties, and/or close to residential areas.

Although these vacant or underutilized properties provide redevelopment opportunities, with some near expressway or rail access, many require environmental evaluation and cleanup because of their previous industrial uses.

In addition to environmental issues, the close proximity of industrial, commercial, and residential uses in some locations creates land-use conflicts. Some industrial uses lack adequate setbacks, screening, and/or landscaping. Others share access points with residential districts, creating truck traffic and noise near homes. In some locations, deteriorating industrial buildings create unsafe conditions and provide an obstacle to redevelopment.

## SECTION 2: THE COMMUNITY

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### **Vacant**

Vacant land is characterized by a lack of physical structures and uses in developed areas. Examples of vacant properties range in size from small lots in residential neighborhoods to large, former industrial parcels. There are large concentrations of vacant properties along commercial corridors, rail right-of-ways, and in older, established neighborhoods in the City's core.

### **Parks & Natural Areas**

Public parks are maintained by the City, County, and Federal Government and range in size from tot lots to large national parks. Notable parks in Gary include a section of the Indiana Dunes National Lakeshore, Lake Etta County Park, and Marquette Park. Gary's parks are further discussed in Section 3: Parks & Open Space. Due to the region's unique topography and water features, Gary has a wide variety of natural areas. Although such areas may be publicly or privately owned, natural areas provide critical habitat for plants and animals. There are important natural areas along the Calumet River, in the Indiana Dunes National Lakeshore, and northeast of Industrial Highway. Gary's natural areas are further discussed in Section 7: Environmental.

### **Agriculture**

Although only 2% of land in the City is still cultivated, there are still large sections of agricultural land within the Calumet River floodplain in the southern part of the City. Some smaller properties in peripheral parts of the City raise horses, goats, and other animals.

### **Infrastructure, Utilities & Transportation**

Almost 8% of Gary's land is comprised of road and rail right-of-way, power line easements, electric substations, water towers, and water treatment facilities.

### **Physical Conditions**

The physical appearance of a community is important in maintaining property values, attracting new businesses and residents, and providing a high quality of life. Physical conditions are fair to poor in many areas of Gary. The following issues were identified:

***Roadways, “Front Doors” and “Gateways:”*** Views from I-90, I-65, I-80/I-94, and other main transportation routes through the City in several locations provide views of vacant industrial or commercial sites, large billboards, large asphalt areas, wastewater treatment facilities, and/or scattered debris. Large parking lots, loading/service areas, and sites that lack landscaping also are visible.

***Industrial:*** Some industrial properties have exposed storage/loading/service areas and equipment and lack landscaping and screening. There are several examples where

## SECTION 2: THE COMMUNITY

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industrial properties abut residential properties or streets with little to no buffering or screening.

**Commercial:** Many commercial districts in Gary have vacant storefronts; dated, unattractive or cluttered signage, exposed loading/service areas, unattractive, or deteriorating buildings, and a lack of large, clear “shopping” windows. Empty lots, vacant stores, and a lack of windows affect the look and vitality of shopping districts and create breaks in the “streetwall” that discourage shoppers from walking from one store to another. Large sections of prominent retail corridors are mostly or completely vacant.

**Residential:** Deferred maintenance is a problem in some parts of the City. Vacant or deteriorating homes are found on some blocks. Most neighborhoods have residential blocks with at least one vacant lot. In recent years, the City has demolished many vacant homes that were in poor condition to prevent them from being dangerous eyesores in the community.

**Streetscape/Landscape:** Many commercial blocks have excessive pavement, a lack of landscaping, street trees, and street furniture (benches, trash cans), and a lack of landscaped edges between parking lots, driveways, and sidewalks. Several shopping centers have large parking lots with excess pavement and without landscape islands, clear pedestrian paths to the stores, or perimeter landscaping.

Deteriorated physical conditions, along with lack of maintenance and recognizable, distinct gateways, contribute to a negative perception of the City and affect crime, image, and overall quality of life.

While there is significant need to “clean-up” and “green-up” parts of the City, especially its gateways and highly visible edges along the expressway, Gary has several attractive amenities or “building blocks:”

**Marquette Park:** This large park in the Miller neighborhood is located on Lake Michigan at the former mouth of the Grand Calumet. Its highly attractive landscaping, pavilion, and bathhouse provide an important community recreation area and landmark, although some landscaping is not maintained well.

**Indiana Dunes National Lakeshore:** This national park extends in a band almost to Downtown Gary and provides an important green belt for nearby residential neighborhoods that protects the region’s unique natural features.

**“Green” Corridors/Blocks:** Many areas of the City, particularly along the Grand Calumet River and in the Miller neighborhood, have undeveloped, natural corridors that provide a “green” character and a sense of nature in an urban setting. They maintain important green space and wildlife habitats and can be further enhanced and linked to provide a Citywide amenity, as shown in the City’s draft Trail Plan.



## SECTION 2: THE COMMUNITY

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***Gary/Chicago International Airport:*** The City plans to expand the airport to handle additional passenger and freight traffic, which would provide an economic boost to the City and the region. Additional business park development may have potential near the airport to take advantage of its access to other cities/markets.

***Casinos/Harbor Development:*** Gary has two Majestic Star casino boats in Buffington Harbor, in the northwest corner of the City. The casinos attract numerous visitors to the City and provide an additional source of revenue. The City has plans to develop additional housing, retail, and open space around the casinos.

***Downtown Entertainment District:*** With the Genesis Convention Center, which hosts the Gary Steelhead minor league basketball team and other meetings and events, and the Steel Yard baseball stadium, which hosts the Railcats minor league baseball team, Downtown has an entertainment district that attracts visitors and activity to the area.

***Higher Education:*** Ivy Tech College and Indiana University Northwest anchor the University Park neighborhood, providing training and education for Northwest Indiana residents.

***Grant Street:*** The City has worked with the State of Indiana to rehabilitate the streetscape along Grant Street, including adding new sidewalks and streetscape elements.

***Civic Center:*** The neoclassical City Hall and Lake County Courthouse, and adjacent parks, provide a formal and attractive gateway to Downtown Gary from the Broadway interchange along the I-90 toll road.

***Churches:*** Although some of its historic churches are in disrepair, there are a large number of attractive and architecturally interesting churches that act as community landmarks, such as First United Presbyterian Church at 6th Avenue and Monroe.

***Parks:*** Gary has a total of 56 parks throughout the City. The conditions of the parks range from good to poor. Although some of the parks are in poor condition, the City, as a whole, is well served by the parks. The parks present a wide range of recreational uses to Gary residents as well as residents from neighboring communities.

***Residential areas:*** Many blocks in the City have attractive, well-maintained housing, including large sections of University Park, Aetna, Miller, Westside, Tolleston, and Horace Mann.

## Zoning Overview

The City has 17 districts that regulate land use (see Figure 2.6 for locations of these districts). In addition, the business and manufacturing districts are further subdivided into sub-districts (i.e. the B1 district includes B1-1 and B1-2 sub-districts).

**Table 2.12: Zoning Districts**

<b>Zone</b>	<b>Description</b>
R1	One-Family Dwelling District
R1a	One-Family Dwelling District
R2	One-Family Dwelling District
R3	One-Family Dwelling District
R4	Two-Family Dwelling District
R5	Two-Family Dwelling District
R6	Multiple-Family Dwelling District
R7	Multiple-Family Dwelling District
B1	Limited Retail District
B2	General Retail District
B3	Limited Service District
B4	General Service District
B5	Wholesale and Motor Vehicle Service District
M1	Limited Manufacturing
M2	General Manufacturing
M3	Heavy Industrial District
F1	Flood Plain District
SID	(not specified)

Most of these districts provide basic requirements for development density and permitted and special uses. Modifications will likely be required to implement the Comprehensive Plan. Potential changes could include consolidating or eliminating districts and streamlining regulations to allow a range of densities and uses in appropriate locations. Redrawing districts or changing designations in some areas could also help reduce land-use conflicts. Increasing design requirements regarding building design and massing, landscape and streetscape, and signage will also be important considerations.

## SECTION 2: THE COMMUNITY

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### **Residential**

***One-Family Dwelling Districts (R1 and R1a):*** The least dense of Gary's residential districts, the R1 and R1a districts comprise large portions of the Miller neighborhood. There are also smaller districts in the University Park, Brunswick, and Black Oak neighborhoods. Permitted uses in the R1 and R1a districts include one-family detached dwellings, schools, nurseries and truck gardens, accessory uses, home occupations, signs, and temporary buildings for construction purposes. Additional uses are permitted in transitional areas adjacent to business or manufacturing districts or railroad right-of-ways.

The maximum floor-area ratio (F.A.R.) is 0.5 and the maximum lot coverage is 35%. The minimum lot area is 7,000 square feet (6.2 units per acre) and minimum lot width is 60 feet. Exceptions exist for special circumstances.

***One-Family Dwelling District (R2):*** The R2 district is the most extensive residential district and comprises major portions of the Aetna, Black Oak, Brunswick, Miller, Tolleston, University Park, and Westside neighborhoods. Less extensive R2 districts are also found in Ambridge-Mann, Central, Downtown West, and Pulaski. Uses permitted in the R2 district include any use permitted in the R1 and R1a districts.

The maximum F.A.R. is 0.5 and the maximum lot coverage is 35%. The minimum lot area is 6,000 square feet (7.2 units per acre). The minimum lot width is 50 feet. Exceptions exist for special circumstances.

***One-Family Dwelling District (R3):*** Most R3 districts are located within neighborhoods near Downtown Gary, particularly in the Ambridge-Mann, Tolleston, Pulaski, Aetna, and Emerson neighborhoods. There are also extensive R3 districts in the northern half of University Park. Uses permitted in the R3 district include any use permitted in the R1 and R1a districts.

The maximum F.A.R. is 0.5 and the maximum lot coverage is 35%. The minimum lot area is 4,800 square feet (9.1 units per acre). The minimum lot width is 40 feet. Exceptions exist for special circumstances.

***Two-Family Dwelling District (R4):*** R4 districts tend to be concentrated near Downtown Gary, particularly in the Central and Pulaski neighborhoods. Other small R4 districts are scattered throughout the City. Uses permitted in the R2 district include any use permitted in the R1 and R1a districts, as well as two-family detached dwellings.

The maximum F.A.R. is 0.7 and the maximum lot coverage is 35%. The minimum lot area per dwelling is 5,500 square feet (7.9 units per acre). The minimum lot width is 50 feet. Exceptions exist for special circumstances.

## SECTION 2: THE COMMUNITY

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### **Single-Family/Two-Family Residential Zoning Analysis**

Issues affecting low-density residential districts include:

- The zoning ordinance is complicated by the large number of exceptions that exist for each residential district. Sections that define maximum lot size and setbacks are particularly complex.
- Truck gardens and nurseries may not be appropriate use in single- and two-family areas.
- The parking space requirements (one space per dwelling) are lower than typical standards. Two spaces per building may be more appropriate to provide enough off-street parking for one or two units without overloading curb-side spaces.
- The ability to build by-right other uses, including multi-family, rowhomes, and professional offices, in adjacent “transitional areas” adds additional complexity to the ordinance and limits its ability to control development. It also allows additional density adjacent to manufacturing districts, which could put more Gary residents in areas with land-use conflicts.
- The F.A.R. and lot coverage are confusing and sometimes conflicting.
- Building height regulations are needed for residential areas, especially if F.A.R. requirements are eliminated.
- Although the placement of most single- and two-family residential is appropriate, there are a number of locations that may be more appropriate for other uses, such as along expressways, near manufacturing districts, or in areas with potential for flooding.

Overall, the minimum lot sizes appear to be appropriate for single-family and two-family residential neighborhoods in a developed, urban community.

***Multiple-Family Dwelling (R5):*** Although there are large R5 districts throughout the City, notable concentrations are found in the Ambridge-Mann, Central, Downtown West, and Miller neighborhoods. Other districts elsewhere in the City often correspond to existing public housing or apartment complexes. Uses permitted in the R5 district include any use permitted in the R4 district, two-family detached dwellings, multiple-family dwellings, one-family row dwellings, lodging house, ground-floor medical and dental offices, private clubs or lodges, schools, government-operated health centers, convents and monasteries, and fraternity and sorority houses.

The maximum F.A.R. is 1.0 and the maximum building coverage is 40%. For residential buildings, the minimum lot area is 6,000 square feet, including 1,200 square feet per dwelling unit, 800 square feet per efficiency unit, and 600 square feet per lodging unit. This equates to approximately 36 dwelling units per acre. For non-residential buildings, the minimum lot area is 10,000 square feet. Exceptions exist for special circumstances.

## SECTION 2: THE COMMUNITY

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***Multiple-Family Dwelling (R6):*** There are large R6 districts immediately adjacent to Downtown commercial districts in the Downtown West and Emerson neighborhoods. Corresponding with senior housing towers, large public housing, or apartment complexes, smaller concentrations are found in Ambridge-Mann, Central, Miller, Pulaski, and University Park. Uses permitted in the R6 district include any use permitted in the R5 district.

The maximum F.A.R. is 2.4 and the maximum building coverage is 40%. For residential buildings, the minimum lot area is 10,000 square feet, including 500 square feet per dwelling unit, 325 square feet per efficiency unit, and 250 square feet per lodging unit. This equates to approximately 87 units per acre. For non-residential buildings, the minimum lot area is 10,000 square feet. Exceptions exist for special circumstances.

***Multiple-Family Dwelling (R7):*** There is one small R7 district located at 7th Avenue and Jackson Street in the Downtown West neighborhood. Uses permitted in the R7 district include multiple-family dwellings, churches, government-operated health centers, public libraries, parks, schools, medical and dental offices, private clubs or lodges, convents and monasteries, fraternity and sorority houses, public utilities, accessory uses, signs, and temporary buildings for construction purposes.

The maximum F.A.R. is 4.5 and the maximum building coverage is 40% (or 30% if building's F.A.R. is over 2.4). For residential buildings, the minimum lot area is 20,000 square feet, including 300 square feet per dwelling unit, 200 square feet per efficiency unit, and 150 square feet per lodging unit. This equates to approximately 145 dwelling units per acre. For non-residential buildings, the minimum lot area is 10,000 square feet. Exceptions exist for special circumstances.

### **Multi-Family Residential Zoning Analysis**

Issues affecting multi-family districts include:

- In limited locations, especially Downtown and near shopping and transit opportunities, the City may want to apply multi-family zones that do not allow single-family housing.
- Extensive multi-family residential districts in the Downtown West, Emerson, and Central neighborhoods encourage multi-family development where single-family infill may be more appropriate.
- Maximum building coverage requirements of 35 to 40% may be too low for urban-style development.
- The minimum-parking requirement of 1 space or less per unit is low compared to typical standards. Parking ratios of at least 1.5 to 2 spaces per unit for multi-family housing should be considered to provide for adequate parking for residents and visitors.

## SECTION 2: THE COMMUNITY

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- The F.A.R. and lot coverage are confusing and sometimes conflicting.
- Building height regulations are needed for residential areas, especially if F.A.R. requirements are eliminated.

### **Commercial**

**Limited Retail District (B1):** This district provides small-scale retail and service uses adjacent to residential neighborhoods. Large B1 districts are found along sections of 5th, 11th, 15th, 21st, and 25th Avenues, Broadway, Grant, Virginia, and Lake Streets, and US 20.

Types of uses found in B1 districts include retail and service uses, business and professional offices, clubs and lodges, cultural and community institutions, upper-story residential uses, wholesale establishments, and accessory uses.

The B1 district allows for a maximum of 12,500 gross square feet. The F.A.R. ranges from 1.5 to 2.4.

**General Retail District (B2):** This district provides a wider range of retail and service uses and a higher-intensity of use than the Limited Retail District. Large B2 districts are found along the northern part of Broadway, sections of Ridge Road and Lake Street, and at the intersections of Clark Road/15th Avenue US 20/Grand Boulevard.

In addition to the uses allowed in the B1 district, the B2 allowed include additional retail and service uses, including restaurants that serve liquor, private schools, physical culture and health services, laboratories, and motels.

The F.A.R. ranges from 2.4 to 5.0.

**Limited Service District (B3):** This district provides a wider range of retail and service uses than in the General Retail District. Currently, the B3 district is not applied to any locations in Gary.

In addition to the uses allowed in the B2 district, the B3 allowed uses include additional retail and service, additional public and community service uses – including service stations, pawn shops, restaurants and taverns, funeral parlors, and parking lots – public and community service uses – including health centers, libraries, fire stations, and recreation buildings – laboratories, transient hotels and motels, and upper-story dwelling units.

The F.A.R. ranges from 1.5 to 2.4.

**General Service District (B4):** This district provides a higher intensity of use than that allowed in the B3 district. Small B4 districts are found along Broadway at 11th Avenue, at 7th Avenue and Jackson Street, and in the northeast corner of Downtown West.

## SECTION 2: THE COMMUNITY

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In addition to the uses allowed in the B3 district, the B4 allowed uses include newspaper printing and production and the limited production and repair of clothing, jewelry, watches, dentures, and optical lenses.

The F.A.R. ranges from 2.4 to 3.2 to 5.0.

***Wholesale and Motor Vehicle District (B5):*** This district provides the widest range of retail and service uses, including auto-oriented uses. There are large B5 districts along US 20 in Aetna and Miller, along 5th Avenue in Emerson, west of Broadway in Downtown West, along Broadway in Central, along Grant Street and at Ridge/Colfax in Black Oak, and along 4th Avenue in Brunswick. Smaller B5 districts are found in Westside, Pulaski, and University Park.

In addition to the uses allowed in the B4 district, the B5 allowed uses include additional retail and service uses such as animal hospitals, rabbit and poultry slaughtering, tire service stations, building materials sales, contractor shops, house trailer sales, machinery sales, motorcycle sales, production and processing uses, wholesale offices and storerooms, commercial garages and parking lots, and laboratories.

The F.A.R. ranges from 2.4 to 3.2. Space devoted to production or processing of goods and services is limited to 6,250 square feet.

### **Commercial Zoning Analysis**

Issues affecting commercial districts include:

- There may be more land zoned commercially than necessary to meet market demand, which may result in vacant or underutilized properties or commercial uses dispersed throughout the City without clusters or concentration to form a “critical mass” of activity.
- Front-yard and side-yard setbacks are not specified, which allows for the development of suburban-style retail development (i.e. strip malls) with parking in front of buildings and a lack of building streetwalls.
- The list of retail and service uses are very specific and may hinder legitimate uses that either have not been listed or are not easily categorized.
- The Limited Service and General Service Districts are generally not applied within the City.
- The placement of some of the districts may conflict with surrounding land uses. For instance, the B5 district has been applied near residential neighborhoods in Downtown West and Emerson, despite allowing uses such as tool and die shops, food processing, or motorcycle sales.
- The districts lack clear purposes of intent, such as creating neighborhood-, downtown-, or expressway-related retail areas.



## SECTION 2: THE COMMUNITY

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### **Industrial**

**Limited Manufacturing District (M1):** This district provides locations for light manufacturing and industrial uses and provides a buffer between heavier manufacturing uses and residential uses. Large M1 districts comprise much of the south half of Black Oak, the I-65 corridor between Pulaski and Aetna, along the Norfolk Southern tracks in Tolleston and Central, and along the EJ&E tracks and 15th Avenue in Westside. Smaller M1 districts are present in Downtown West, Ambridge-Mann, Emerson, University Park, and Miller.

Uses permitted in the M1 district include retail and service uses – such as most non-residential and non-institutional uses permitted in the business districts – automobile laundries, fuel sales and storage, riding academies and stables, trade schools, production processing, cleaning, testing and repair uses, wholesale and warehousing, public and community service uses – such as bus garages, utilities, fire departments, police departments, and water filtration plants – dwelling units for watchmen and their families, radio and television towers, signs, and incidental uses.

The maximum F.A.R. for the M1 districts ranges from 1.5 to 2.4.

**General Manufacturing Districts (M2):** This district provides locations for manufacturing and industrial uses performed at a higher intensity than those found in the M1 district. M2 districts are located along EJ&E tracks in Westside and Brunswick, around the Gary/Chicago Airport, along the Norfolk Southern tracks and Clark Road in Brunswick, along 15th Avenue and I-65, and north of US 12/20 in Aetna.

Uses permitted in the M2 district include any uses permitted in the M1 district and retail and service uses, including automobile service stations and lubrication and washing facilities.

The maximum F.A.R. for the M1 districts ranges from 3.2 to 5.0.

**Heavy Industrial District (M3):** This district provides locations for heavy manufacturing and industry. Large M3 districts are found along Lake Michigan west of Miller and along Route 912 in the Westside and Brunswick neighborhoods. There is also a small M3 district located at the center of the Brunswick neighborhood.

Uses permitted in the M3 district include any uses permitted in the M2 district; production and processing uses, including automobile wrecking, coal and coke products, explosives, fertilizers, garbage incineration, magnesium, metal and metal ore refining, paint, petroleum, rubber, stock yards, and coal distillation; storage uses, including goods use or produced in manufacturing products, dumps, and slag piles, explosives, grain, manure, and flammable liquids; railroad and water freight terminals; motor freight terminals; railroad switching; repair shops; and roundhouses.

The maximum F.A.R. for the M3 district is 5.0.



## SECTION 2: THE COMMUNITY

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### Industrial Zoning Analysis

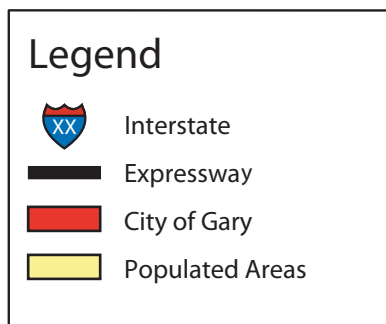
Issues affecting industrial districts include:

- There are several M1 districts located adjacent to or abutting residential districts. Although buffering standards are in place, the code does not consider traffic noise or congestion on residential streets. Some sites have failed to buffer or screen between industrial and residential uses.
- Despite being a low-intensity manufacturing district, an M1 district allows a number of uses that may not be appropriate near residential or commercial districts. Uses such as food processing, drug production, insecticide production, and leather production may not be appropriate for small M1 districts in the Downtown West, Ambridge-Mann, Emerson, and University Park neighborhoods.
- Although most M3 districts are buffered from residential and commercial uses by lower intensity manufacturing districts, there is a small M3 district in the Brunswick neighborhood which could pose negative effects on nearby residential and commercial districts.
- M1 districts permit a wide variety of retail and commercial uses which may not be appropriate or desirable for industrial locations.
- The performance standards for noise and noxious emissions are difficult to assess prior to development. Other performance standards are difficult to enforce after development.

### Other

***Floodplain District (F1):*** The purpose of this district is to guide development in flood hazard areas. The F1 district is located along the Little Calumet River primarily in the Black Oak and University Park neighborhoods.

***(SID):*** The SID district is located south of 5th Avenue in the Ambridge-Mann and Downtown West neighborhoods. Although the SID district appears on the zoning map, the district is not mentioned in the ordinance.



City of Gary, Indiana

# Gary Comprehensive Plan



BauerLatoza



LAKOTA

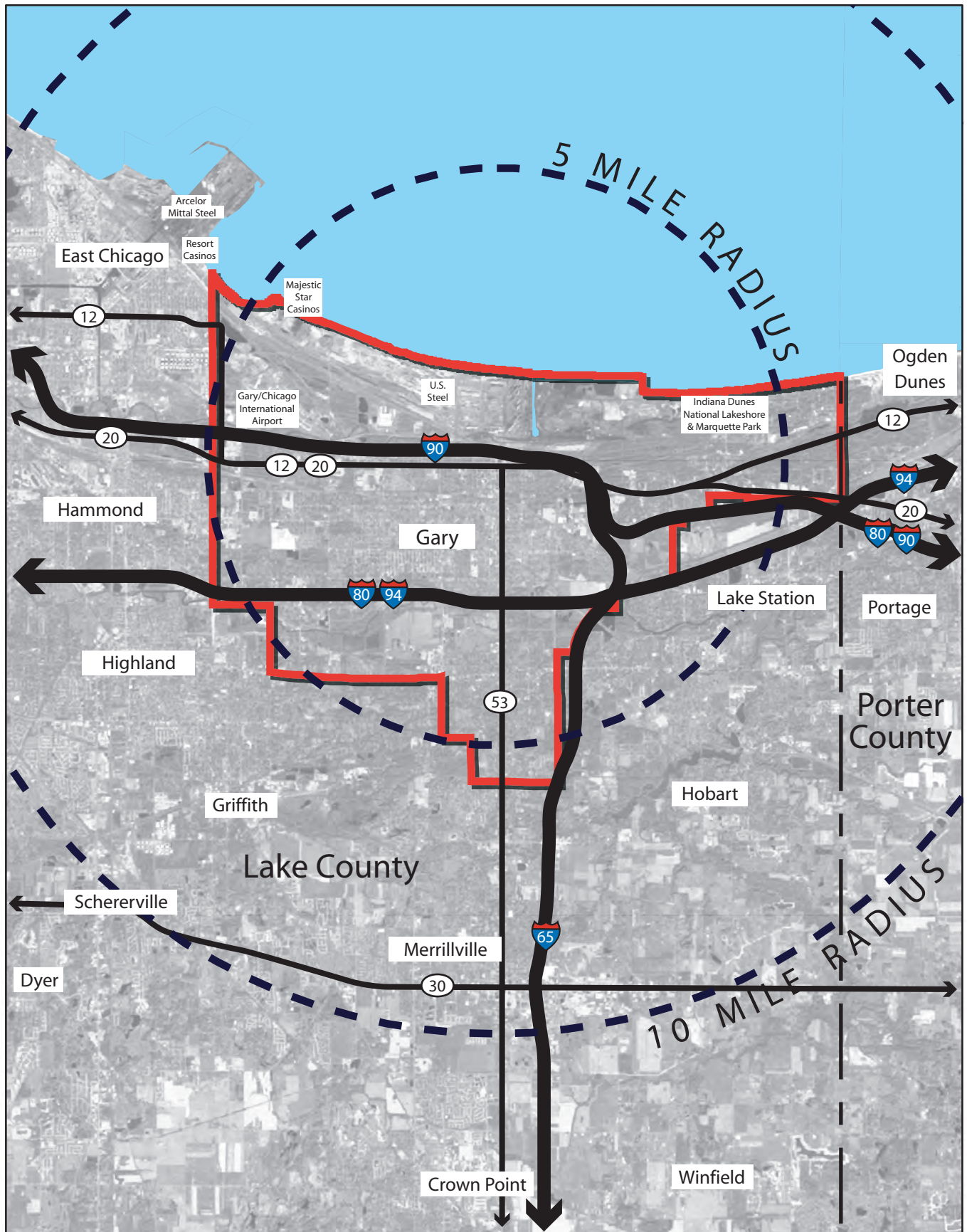


N.T.S.

Figure 2.1: Regional Context

S. B. Friedman & Company

BLALOCK & BROWN



City of Gary, Indiana

# Gary Comprehensive Plan



BauerLatoza



RQAW

LAKOTA

THE LAKOTA GROUP INC.

Figure 2.2: Area Context

S. B. Friedman & Company

BLALOCK & BROWN



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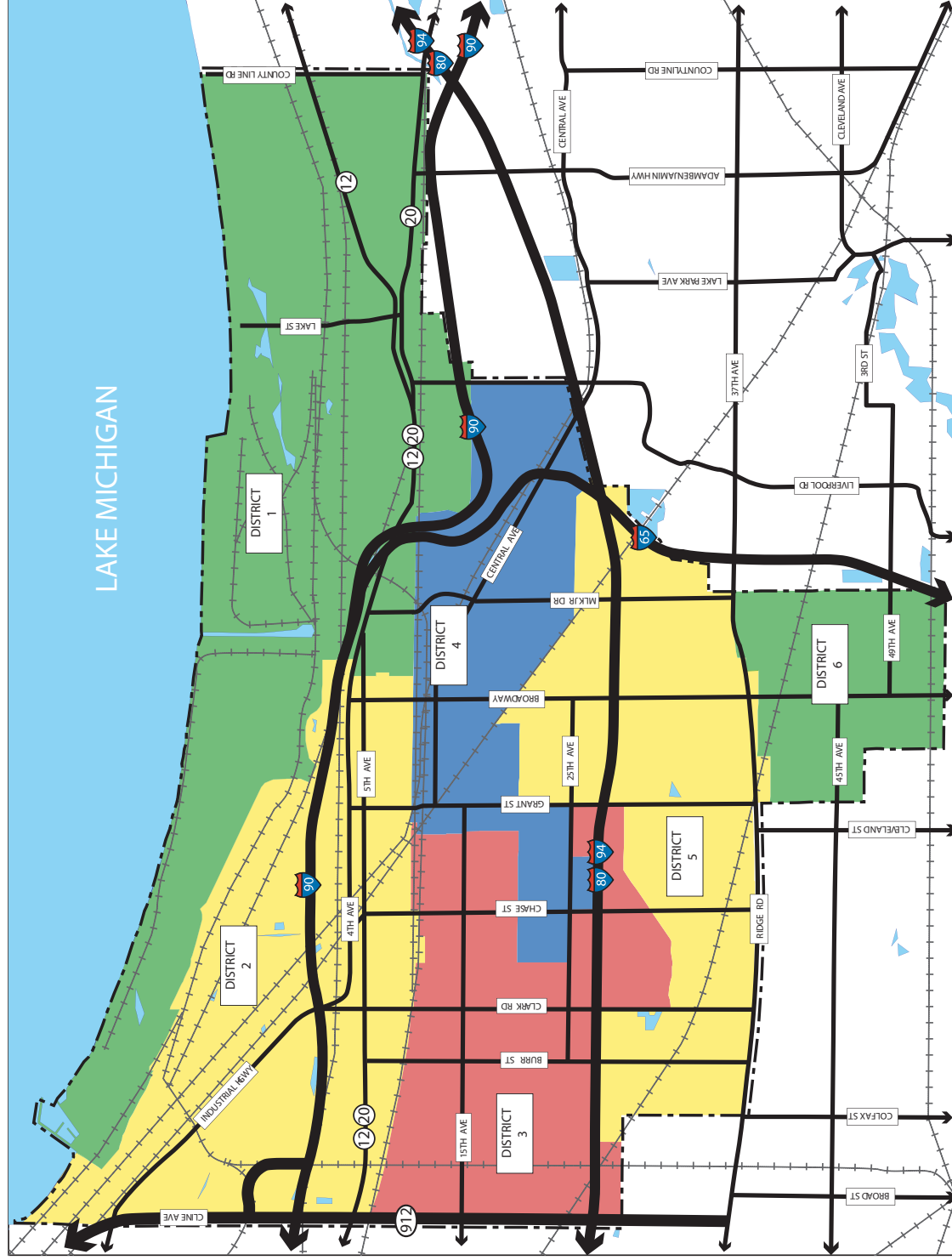


Figure 2.3: Council Districts

### Legend

- City Boundary
- Interstate
- U.S. Highway
- State Highway
- Railroad
- Expressway
- Major Road